



ANTI-TRAFFICKING TECHNICAL ASSISTANCE

SIXTH QUARTERLY PROGRESS REPORT JANUARY 1, 2006 – MARCH 31, 2006

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Executive Summary

Trafficking in persons is a crosscutting development challenge that affects a variety of issues including rule of law, health, human rights, anti-corruption, and gender. This multi-billion dollar per year travesty exists due to poverty, despair, war, and the prevalence of organized crime throughout the world, among other factors. As one of its many responses to this issue, USAID awarded the Anti-Trafficking Task Order (ATTO) to Chemonics International Inc. and its consortium partners on September 30, 2004. The purpose of the Task Order is to support USAID/Washington and field missions with technical assistance, support the Office of Women in Development (EGAT/WID), and initiate pilot projects in selected missions. As virtually every nation in the world is touched by this phenomenon, USAID is providing a worldwide response. This Task Order supports that worldwide response with technical assistance and this report details the assistance provided during the sixth quarter, January-March 2006.

USAID/Nicaragua requested an anti-trafficking assessment to analyze the current Trafficking in Persons (TIP) situation and recommend the support necessary to assist the country's programmatic efforts. The assessment team conducted fieldwork from January 17-February 1, 2006. They made a number of recommendations, including strengthening victim protection; empowering policy-makers to effectively translate Nicaragua's political willingness into national policies and programs; continuing prevention measures by raising awareness levels of state, civil society organizations, media, and local communities; and building the capacity of law enforcement and judiciary through multi-disciplinary specialized trainings aimed at enhancing investigation and prosecutorial skills.

USAID/Indonesia requested an anti-trafficking assessment, which was conducted February 6-21, 2006. The purpose of the assessment was to conduct an analysis of existing United States Government (USG)-funded anti-trafficking activities to pinpoint gaps, duplication, and complementary program areas; identify priorities for future programming; and develop a strategic approach for the USG to effectively combat trafficking in persons. Some of the recommended programmatic responses include reforming labor laws to include domestic work; reducing demand for child domestic workers; expanding victim assistance programs; formalizing the victim referral network; and improving law enforcement actions.

At the request of USAID/Ecuador, an evaluation was conducted of the Mission's current anti-trafficking programs from February 28-March 15, 2006. Recent efforts to combat trafficking in Ecuador include the establishment of a multi-sector policy-making entity, the National Commission against Trafficking in Persons, a draft National Action Plan to combat human trafficking, the enactment of domestic legislation to criminalize trafficking in persons in its various forms of exploitation, and the development of a specialized prosecutor and witness protection program as well as a specialized child welfare police unit. The assessment determined that while these are strong efforts, a number of areas are in need of improvement: strengthening law enforcement and legal professionals, building NGO shelter capacity and establishing an effective referral network, and fostering enhanced legal reform.

ATTO began work on two Congressionally-mandated studies: a study on Human Trafficking in Post-Conflict and Humanitarian Emergencies and a study on Residential Rehabilitative Facilities

for Victims of Trafficking. The Task Order hired a consultant to conduct the first study on trafficking in post-conflict and humanitarian emergencies and plans to complete the second study focusing on residential rehabilitative facilities internally. These studies are mandated by the Trafficking Victim Protection Reauthorization Act 2005.

In other support efforts for the EGAT/WID office, ATTO continues to provide a quarterly calendar of events updated bi-weekly and to follow information sources on trafficking trends.

SECTION I

Background on Anti-Trafficking Task Order

As one of the many U.S. Government efforts to respond to the global trafficking issue, USAID awarded the anti-trafficking Task Order (ATTO), under the Women in Development IQC (WID IQC), to Chemonics International and its subcontractors, Creative Associates, the International Research and Exchanges Board, Charney Research, and Partners of the Americas on September 30, 2004. The Task Order provides technical services to support USAID/Washington and field missions as they pursue anti-trafficking initiatives. The project has three major components:

- technical assistance to USAID field missions and operating units to strengthen the quality of their anti-trafficking programming and expand the agency's knowledge of trafficking issues;
- technical support for the Office of Women in Development (EGAT/WID) in its role as anti-trafficking coordinator; and
- initiation of pilot projects covering path breaking and high priority anti-trafficking issues in selected missions.

Technical assistance may range from simple research activities to the completion of field assessments that occur over a number of weeks.

The technical assistance under this Task Order supports the EGAT Bureau's strategic objective #8: *Gender considerations in USAID's development, humanitarian and transition work better reflected*. The technical services and activities will support both intermediate results in the EGAT/WID results framework:

- IR#1: New knowledge/information on gender issues generated and disseminated; and
- IR#2: Organizational and technical capacity to apply gender-responsive approaches increased.

The purpose of the technical assistance provided under this Task Order is to help field missions and USAID Washington operating units strengthen the quality of their anti-trafficking programs and to expand the Agency's knowledge of trafficking issues. Any USAID mission or other operating unit may request technical assistance and EGAT/WID, in consultation with regional bureaus, will determine which requests will be given priority. ATTO may conduct as many as twenty (20) technical assistance assignments for USAID field missions and operating units during the three-year Task Order period.

EGAT/WID coordinates the anti-trafficking work of USAID. This work includes preparing briefing papers, talking points, and congressional testimony on trafficking for Agency leadership; sharing knowledge on trafficking issues and events throughout the Agency; and compiling and monitoring USAID anti-trafficking activities. Assistance through this Task Order supports EGAT/WID in effectively carrying out these tasks and fulfilling its roles as the anti-trafficking coordinator for USAID. This assistance includes the production of an annual publication on USAID anti-trafficking initiatives, production of one to three additional

publications on anti-trafficking topics including best practices and lessons learned, preparation of a quarterly anti-trafficking events calendar, production of electronic presentations, and research on trafficking issues.

From time to time USAID may want to undertake anti-trafficking activities that go beyond the strategic objectives of individual missions or that arise from emerging U.S. Government policy. Services from this Task Order provide USAID with the capability to initiate pilot projects with selected missions to address those needs. EGAT/WID, in collaboration with USAID/Washington regional bureaus, identifies missions interested in participating in pilot project activities. Chemonics then carries out an assessment mission to that country, prepares an action plan, and then implements that plan. Action plans for pilot projects cannot exceed a two-year time span. Activities for pilot projects may address cross border issues, sex tourism, mapping victim vulnerability factors to provide an early warning system, campaigns to elevate the status of women in society, or other issues that may arise through assessment and implementation of this Task Order.

SECTION II

Project Activities

A. Technical Assistance to USAID Field Missions and Operating Units

The purpose of this technical assistance is to assist USAID field missions and USAID Washington operating units to strengthen the quality of their anti-trafficking programs and expand the Agency's knowledge of trafficking issues.

A1. Significant Quarterly Results

- ✓ Completion of anti-trafficking activity assessment for USAID/Nicaragua
- ✓ Completion of anti-trafficking activity assessment for USAID/Indonesia
- ✓ Completion of anti-trafficking activity evaluation for USAID/Ecuador

A2. Activities Completed

In its 2005 Trafficking in Persons Report, the US Department of State ranked Nicaragua on its Tier Two Watch List of countries failing to meet minimum requirements to combat trafficking in persons. To bolster current national efforts to combat trafficking in persons, USAID/Nicaragua requested an assessment to review the scope of trafficking in persons (TIP), assess strengths and weaknesses of activities, and provide programmatic recommendations. The assessment team, consisting of Gerry Ramos Bjallerstedt and Violeta Ortero, conducted field work from January 17-February 1, 2006. The team based their analysis on general background information and research from prior informational sources and interviews conducted during a two-week time span with over 50 persons.

The Nicaragua assessment identified the following:

- The vast majority of identified victims of trafficking are Nicaraguan women and minors, including street children
- Persons are trafficked for the purpose of exploitation including prostitution, child pornography, domestic servitude, and child labor
- Persons at risk include youths in socio-economically impoverished communities located in rural areas and along the country's coast
- High levels of poverty, illiteracy, and narcotics trafficking, particularly along the Atlantic Coast, are push-factors for TIP
- Nicaragua is the only Central American country that has not reformed and modernized its national TIP legislation in recent years, however, a package of TIP reforms is pending before the National Assembly
- Much of the Nicaraguan public is not sensitized to the experiences victims of trafficking face and blames the victim, even child victims, for their unfortunate predicament

Based on an analysis of current programming and future needs, the assessment team made a number of recommendations, including strengthening victim protection; empowering policy-makers to effectively translate Nicaragua's political willingness into national policies and programs; mounting an aggressive awareness-raising campaign targeted at state and civil society organizations, as well as the Nicaraguan public; and building the capacity of law enforcement and the judiciary through multi-disciplinary specialized trainings aimed at enhancing investigation and prosecutorial skills.

Additional recommendations include establishing strategic partnerships, domestic and regional, between the state and NGOs. The Government of Nicaragua is presently developing a protocol to delineate the precise responsibilities and procedures for each ministry or agency involved in the country's National Referral Mechanism. This is imperative as it is through memorandums of understanding among agencies and NGOs that trafficked victims can be ensured assistance and protection from the identification phase, through the legal process, and to the final steps of social reintegration. Included in such efforts must also be the recognition that combating human trafficking demands cross-border activities that can increase cooperation among governments to protect victims and prosecute traffickers. While Nicaraguan representatives have participated in various Central and Latin America training and best practices initiatives, this regional collaboration needs further reinforcement by supporting engaged experts and entities, including the private sector.

Indonesia remains a major sending country for international trafficking in persons (TIP) and faces a very significant internal trafficking problem. In June of 2005, the U.S. State Department ranked Indonesia on the Tier Two Watch List of countries. The Report recognized that while the Government of Indonesia does not fully comply with the minimum standards for the elimination of trafficking, it is making significant efforts to do so. In order to strategically pinpoint gaps in programming, identify priority issues, determine whether current USG-funded anti-trafficking programs in Indonesia suffice or whether other types of programming might also be appropriate, and address USG coordination and collaboration, USAID/Indonesia requested an anti-trafficking assessment.

The assessment team, consisting of Ruth Rosenberg, an international consultant and Nori Andriyani, a local consultant, conducted the assessment from February 6–February 22, 2006. Prior to arrival, pertinent documents to determine the assessment's methodology were reviewed; a list of critical organizations, government officials, and others was produced; and pertinent data to collect in the field was determined. Upon arrival, the two locations of Surabaya and West Kalimantan were identified as areas where the USG has a large number and diversity of counter trafficking programs. Based on the information obtained and an analysis of the situation, the following programmatic responses were proposed:

- Eradication of debt bondage
- Reform of the migrant worker placement processes
- Reform of labor laws to include domestic work
- Reducing demand for child domestic workers
- Addressing trafficking for prostitution within Indonesia
- Expanding and evaluating awareness-raising activities

- Expanding victim assistance programs
- Formalizing the victim referral network
- Improving law enforcement actions

USAID/Ecuador, in close coordination with the USG Anti-trafficking working group, is committed to fighting trafficking in persons in Ecuador with an integrated approach based on prevention, protection and assistance for victims, and prosecution of traffickers. To provide for better coordination, the Mission requested an anti-trafficking assessment, which was conducted from February 28-March 15, 2006 by the assessment team of Geraldine Ramos Bjallerstedt and Maria-Elena Pesantez. Prior to arrival, a desk review of the relevant literature and available research was conducted. Once in country, the assessment team met with over 40 interviewees comprised of government representatives, civil society organizations, and international donors.

The 2005 Department of State Trafficking in Persons Report ranked Ecuador on Tier Three as a country failing to comply with minimum standards to combat human trafficking. According to the Report, “the supply of victims is encouraged by many factors including poverty, the attraction of perceived higher standards of living elsewhere, lack of employment opportunities, organized crime, violence against women and children, discrimination against women, government corruption, political instability, and armed conflict.” Based on this determination, the objectives of the assessment were to identify best practices, innovative and cutting-edge approaches, and lessons learned; list key actors (donor, government, non-government, and private sector) and evaluate their activities, anti-TIP strategies, and capacity; and identify gaps in TIP programming.

Based on the information obtained and an analysis of the situation, the following programmatic responses were proposed:

- Sensitize policy-makers, political parties, congress and the judiciary, local gender commission offices, and local councils on child protection
- Establish a team comprised of a judicial police officer, child welfare police officer, and specialized prosecutor in each local police station
- Foster partnerships between government and NGOs and provide skills training
- Build expertise in NGO-administered shelters
- Strengthen legislation to include the establishment of a specialized anti-trafficking police unit
- Enhance the justice system, with an emphasis on witness protection and legislation making specific reference to the state’s obligation to protect and assist trafficked victims
- Support focused public awareness-raising, vocational skills training, and employment opportunities
- Monitor efficiency of regulatory state agencies to combat state-sponsored corruption

During the quarter, ATTO finalized the Albania and Dominican Republic assessments and sent the final reports to the Missions. ATTO also reviewed and commented on the Russia scope of work and began the process for selecting a qualified consultant.

A3. Major Activities Planned and Underway

ATTO will potentially complete an assessment in Russia during the next quarter.

B. Support for the Office of Women In Development in its Role as Anti-Trafficking Coordinator

EGAT/WID, as the coordinator for all USAID anti-trafficking efforts, is called upon to provide information and support to all USAID units. The technical assistance under this Task Order will provide the tools necessary to ensure seamless coordination and effective dissemination of anti-trafficking materials and information.

B1. Significant Quarterly Results

- ✓ Completed and disseminated the annual publication—*Trafficking in Persons: USAID's Response*
- ✓ Hired consultant and began work on Congressionally-mandated study of human trafficking in post-conflict and humanitarian emergencies
- ✓ Began work on Congressionally-mandated study of residential rehabilitative facilities for victims of trafficking
- ✓ Updated ATTO one page fact sheet
- ✓ Wrote an ATTO success story
- ✓ Updated and distributed quarterly events calendar on a bi-weekly basis
- ✓ Interviewed and hired a new Chief of Party

B2. Activities Completed

Beginning in 2001, EGAT/WID has produced the publication entitled "Trafficking in Persons: USAID's Response." This annual publication summarizes USAID's work in anti-trafficking and is designed for use by a wide variety of audiences including USAID, other USG agencies, Congress, the NGO community and the general public. The report is short, but targeted, in order to encourage its use by policy level individuals. The report highlights the many countries USAID has undertaken anti-trafficking activities in during the last five years and features activities in each of the regions where USAID works including Europe and Eurasia, Asia Near East, Africa, and Latin America and the Caribbean. The report was disseminated at the UN Commission on the Status of Women, February-March 2006 meetings.

Pursuant to the Trafficking Victim Protection Reauthorization Act 2005, USAID/EGAT/WID, in coordination with the United States Department of Defense and Department of State, is directing and supporting a study assessing the threat and practice of trafficking-in persons generated by post-conflict and humanitarian emergencies in foreign countries. ATTO drafted a Scope of Work for the study to focus on:

- the vulnerabilities to human trafficking of affected populations, particularly women and children, including the economic, social, and political factors that increase or decrease vulnerability to human trafficking as well as the means for managing the risks for these populations;
- an overview of the various forms of trafficking in persons, both internal and trans-border, including sexual and labor exploitation;
- a collection of best practices implemented to date to combat human trafficking in such areas, as well as lessons learned; and
- proposed recommendations to better combat trafficking in persons in conjunction with post-conflict reconstruction and humanitarian emergencies assistance.

On December 22, 2005, the U.S. Senate passed H.R. 972, the 2005 Trafficking Victim Protection Reauthorization Act. President Bush signed it on January 10, 2006. The bill seeks to strengthen anti-trafficking efforts at home and abroad, with a particular focus on the need to reduce the demand for trafficking victims.

The Trafficking Victim Protection Reauthorization Act of 2005 also requires USAID to conduct a study to identify the best practices for the rehabilitation of victims of trafficking in group residential facilities in foreign countries. USAID/EGAT/WID is directing and supporting the study. ATTO drafted a Scope of Work that outlines those factors of interest that the study shall examine, such as the appropriate size of such facilities, services to be provided, length of stay, and cost. The Scope of Work also

provides that consideration must be given to means for ensuring the safety and security of victims of trafficking, providing alternative sources of income for such victims, assessing and providing for the educational needs of such victims, including literacy, and assessing the psychological needs of such victims and providing professional counseling when appropriate.

In preparation for the WID Open House, ATTO updated the Task Order's one page fact sheet. ATTO also drafted a success story focusing on the beneficial results that the Albania assessment uncovered regarding USAID-funded anti-trafficking projects currently ongoing in the country.

ATTO continues to update and provide a quarterly events calendar to USAID on a bi-weekly basis. The calendar focuses on specific anti-trafficking activities and reports, including links to website information about events worldwide. This calendar keeps USAID and its partners well informed about anti-trafficking events on a regular basis.

The schedule of regular bi-weekly meetings continued between the new Chief of Party and the ATTO Chief Technical Officer. These meetings have proven very beneficial to ensuring that project activities flow smoothly. Additionally, the ATTO team continues their bi-weekly meetings to monitor project activities and ensure timely completion of all reports and requests for assistance.

B3. Major Activities Planned and Underway

ATTO will complete and submit the study on Human Trafficking in Post-Conflict and Humanitarian Emergencies and the study on Residential Rehabilitative Facilities for Victims of Trafficking.

C. Pilot Projects

ATTO will develop pilot activities to respond to needs that may arise from an assessment or in response to emerging U.S. Government policy. These activities may reach beyond the strategic objectives of individual missions, such as cross border anti-trafficking initiatives. Pilot activities will allow USAID to respond quickly to emerging priorities in the U.S. Government and provide appropriate activities to enhance those priorities.

SECTION III

Performance Monitoring

ATTO developed the following strategic framework to support the strategic objectives and intermediate results of the EGAT Bureau's results frameworks. ATTO reports achievements for the anti-trafficking Task Order using the following indicators:

► SO #8: Gender Considerations in USAID's Development, Humanitarian and Transition Work Better Reflected

▲ IR #1: New knowledge/information on trafficking issues generated and disseminated

Indicator 1 – number of activities or new sources of information developed to increase the level of knowledge on trafficking issues

Indicator 2 – number of anti-trafficking activities implemented that break new ground, build on other USAID work, have potential regional benefit or make an important contribution to USAID/USG anti-trafficking efforts

▲ IR #2: Organizational and technical capacity to implement anti-trafficking initiatives increased

Indicator 1 – number of changes to national law or ratification/accession to international instruments that help combat trafficking

Indicator 2 – number of missions or USAID operating units that identify and develop activities to fight trafficking

Indicator 3 – number of missions or USAID operating units that develop policies, strategies or indicators on trafficking

Indicator 4 – number of evaluations of existing anti-trafficking activities

During this quarter, ATTO completed four activities that support indicators under the performance-monitoring plan, one under IR #1 and three under IR #2. Under IR #1, which reports on the generation and dissemination of new knowledge or information, ATTO completed and delivered the annual report, *Trafficking in Persons: USAID's Response*.

ATTO completed three activities that support IR #2, organizational and technical capacity to implement anti-trafficking initiatives increased. ATTO conducted three assessments of the trafficking situation and anti-trafficking efforts upon the request of USAID/Nicaragua, USAID/Indonesia, and USAID/Ecuador.

Achievements for the fifth quarter include the following:

Indicator	Number	Activity
IR#1- <i>Indicator 1</i> – number of activities or new sources of information developed to increase the level of knowledge on trafficking issues	One	Generation of annual report, <i>Trafficking in Persons: USAID's Response</i>
IR#2- <i>Indicator 4</i> Number of evaluations of existing anti-trafficking activities	Three	Conducted three anti-trafficking assessments – Nicaragua, Indonesia, and Ecuador